

Parking

As a commuter roadway and arterial serving local residential and commercial needs, Pennsylvania Avenue includes both metered and un-metered parking along much of its length. However, in almost all portions of the roadway, restrictions on parking are in effect during peak commuter hours in order to provide additional travel lanes. These restrictions may be in both directions in central downtown locations or only in the peak direction in areas such as Capitol Hill or east of the Anacostia River. Peak hours are usually designated as from 7:00 a.m. to 9:30 a.m. and from 4:00 p.m. to 6:30 p.m.

Parking of security vehicles often occurs on portions of the street-grade median of Pennsylvania Avenue between Constitution Avenue and 13th Street NW. Vehicles parked in these locations are visible along much of the Avenue in this area. The one-way portion of the Avenue between 1st Street and 3rd Street NW, nearly in front of the Capitol, is used for permit parking for government employees and creates the appearance of a linear parking lot. This use creates poor traffic flow conditions for through traffic due to parking vehicles backing into available angled spaces and blocking through vehicles. Paid commercial parking is available in many of the downtown office buildings. Parking capacities and hours of use of such buildings are limited, however, and some visitors consider the cost of such use as substantial.



The portion of the Avenue crossing Sousa Bridge experiences the heaviest traffic volumes along the byway (93,000 VPD) as a result of accommodating additional connecting vehicles flowing between the Southeast Freeway and the Anacostia Freeway. Heavy traffic volumes of 53,000 VPD occur between Minnesota Avenue and Branch Avenue, while volumes of 28,000 VPD were counted in the segment from Branch Avenue to Southern Avenue. Figure 2-2, shows Pennsylvania Avenue Traffic Volumes and Accidents.

Traffic Congestion

Traffic congestion and delays in the Washington, DC region are experienced on nearly every major arterial roadway and highway. Pennsylvania Avenue is no exception. Nearly the entire length of the Avenue experiences consistent peak-hour congestion, resulting in delays during the morning and evening commuter periods. The delays can become substantial when an accident or other emergency incident occurs. Particular locations experiencing severe congestion include the Avenue’s intersection with Minnesota Avenue, the Southeast and Anacostia Freeways, Independence Avenue, and 14th Street NW. Congestion can also occur in downtown locations during mid-day periods when additional vehicles are active on the Avenue during lunchtime.

These conditions of congestion have prevailed for years and are expected to continue into the foreseeable future. For example, a report released by the National Capital Planning Commission entitled Pennsylvania Avenue Traffic Alternatives Analysis (October 2001) examined projected traffic conditions in a study area that included a ten-block section of Pennsylvania Avenue. The report focused on the operation of intersections and roadway corridors. Alternatives examined include placing Pennsylvania Avenue or E Street in tunnels, reopening the closed portion of the Avenue to vehicles, and employing Transportation System Management measures not requiring any major new construction. Under no-build conditions (i.e.,

leaving the Avenue closed and making no other changes or improvements) Pennsylvania Avenue would operate at speeds of less than 7 miles per hour during the evening peak hour.

During the off-peak periods and on weekends, the Avenue functions at acceptable levels of service over much of its length. Disruption of traffic can occur during the use of the portion of Pennsylvania Avenue between the Capitol and the White House for parades and other public events. During these events, traffic may be diverted to other streets. While these events occur mainly on weekends, the diversions can disrupt flow through the city and can be especially confusing to the uninformed driver or tourist.

Traffic Control

Because Pennsylvania Avenue is a heavily traveled route intersecting many avenues and streets within the District, traffic control at many intersections is provided by traffic signals. Every intersection with a major roadway is signalized, resulting in more than 70 signalized intersections along the 7-mile byway. During peak travel hours, prohibited turns are also in place at several locations along the Avenue. Examples of prohibited movements include, no left turns from the westbound Avenue to Minnesota Avenue during the morning peak period, no westbound left turns heading south onto 14th Street NW, and no westbound left turns onto Pennsylvania Avenue heading north on 17th Street NW, during either peak hour.

Reversible lanes accommodate evening peak hour traffic flows on Independence Avenue during the evening peak hours on Capitol Hill between Pennsylvania Avenue and 3rd Street SW. Similar reversible lane usage is used in the Avenue’s four-lane portion between 27th Street and Branch Avenue SE. One inside lane of traffic is converted to a peak-hour direction lane, creating three southbound evening peak-hour lanes and one northbound lane.

Pennsylvania Avenue - Scenic Byway

THE BYWAY AND ITS CONTEXT Roadway Characteristics

General Review of Roadway Safety

There are no sections with substantial substandard designs or roadway conditions along Pennsylvania Avenue that result in unsafe operating conditions. Likewise, maintenance of the roadway is conducted at a level that adequately protects user safety.

Accident data are collected and reported by the District Department of Transportation, based on first-hand police reports. These data indicate areas and locations with the greatest number of accidents. During the period from 1997 to 1999, accidents have occurred at locations along the entire length of the Pennsylvania Avenue Scenic Byway, as shown in Figure 2-2. Locations along the Avenue with the greatest number of accidents are those associated with heavy traffic volumes or at intersections with other major arterial routes such as Minnesota Avenue SE or 14th and 15th Streets NW. This summary does not include accidents on byway links and connecting streets, such as portions of 17th Street NW, Constitution Avenue, or Independence Avenue.

Each of the four Pennsylvania Avenue segments shows a difference in the number of accidents in each section and in the rate of accidents per mile of roadway as follows:

Accidents on Pennsylvania Avenue: 1997 -1999

Segment	A	B	C
West End	207	18.5%	62
Monumental Core	377	33.6%	97
Capitol Hill	121	10.8%	27
East of River	416	37.1%	73
Total Corridor	1121	100.0%	64

A = Accidents
B = % of Total Accidents in Corridor
C = Annual Accidents per Mile of Roadway

Corridor Management Plan

The Monumental Core and East of the River segments experience the greatest number of accidents. Conversely, the Capitol Hill section registered a low total and low incident of accidents per mile. This section of roadway is divided by a wide, raised median; lines-of-sight are good and ample space is allowed for left turns. Although many factors such as traffic volumes and movements play into the occurrence of accidents at any specific location, accidents can and do occur along the entire byway corridor.

Of 50 sample intersections along the Avenue, six account for 35% of the total of 1,121 accidents on the roadway over the three-year period. These intersections, with the number of accidents in parentheses, are:

- Pennsylvania Avenue and Minnesota Avenue SE (111)
- Pennsylvania Avenue and 14th Street NW (79)
- Pennsylvania Avenue and Branch Avenue SE (67)
- Pennsylvania Avenue and 15th Street NW (59)
- Pennsylvania Avenue and 12th Street NW (42)
- Pennsylvania Avenue and 28th Street NW (42)

Accidents are more likely to occur at specific heavy-volume intersections than elsewhere. Several of the worst intersections (12th, 14th, and 15th Streets NW) are located in the Monumental Core segment - the area most frequented by visitors to the city.

When viewed within the context of accidents on other major arterial routes and intersections in Washington, DC, Pennsylvania Avenue is not necessarily unusual. For example, the total number of accidents over the 1997-1999 period at major intersections such as New York Avenue and Bladensburg Road NE (168 accidents) and New York Avenue and 1st Street NW (114 accidents) exceed the worst intersection (Minnesota Avenue) on Pennsylvania Avenue.

Security Measures

Due to events both preceding and following the terrorist attacks on September 11, 2001, special security measures have been implemented in the central areas of the District of Columbia. These measures include the closing of various streets and restrictions of vehicular traffic in areas around the White House and the Capitol. These closings and restrictions have affected traffic access and flow on Pennsylvania Avenue, as well as on other intersecting streets including E Street NW, South Capitol Street, and New Jersey Avenue SE. Pedestrian and bicycle traffic in the same areas have generally not been restricted.

At the time of the preparation of this Corridor Management Plan, it is not known whether the roadway closings and restrictions of vehicular traffic will become permanent or, if only temporary, how long they will remain in effect. Alterations and even expansion of restrictions are also possible. For purposes of planning and designating the Pennsylvania Avenue All-Scenic Byway, it is assumed, however, that the security restrictions on vehicular traffic will eventually be lifted, except for the portion of the Avenue in front of the White House between 15th and 17th Streets NW.



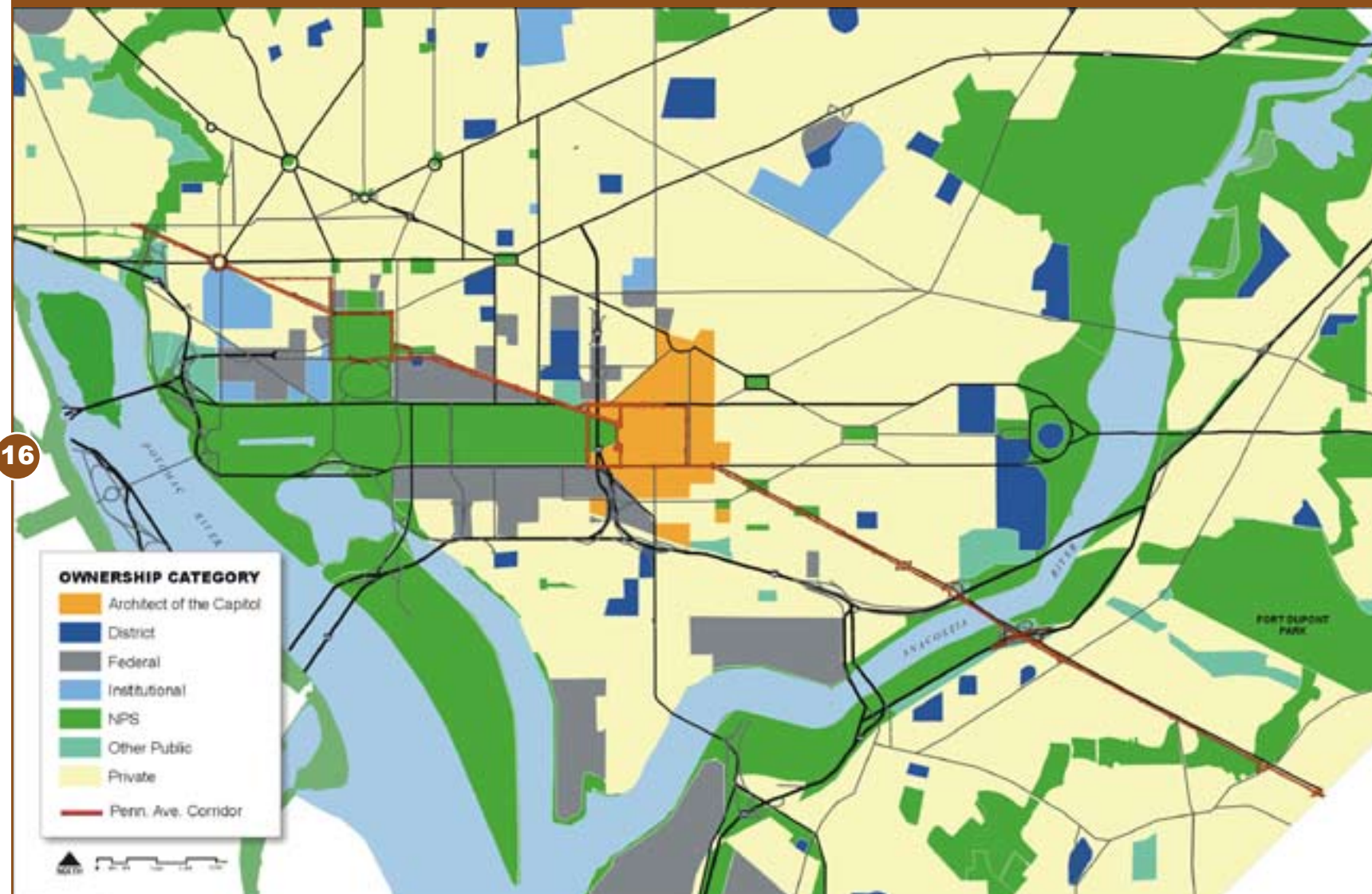


Fig. 2-3

LAND OWNERSHIP

THE BYWAY AND ITS CONTEXT

Jurisdictions, Partners & Initiatives

Land Ownership & Jurisdictions

Land ownership and agency jurisdictional areas are important factors in implementing projects and initiatives under this plan. In Washington, DC, there are multiple agencies with review functions, as described below.

Figure 2-3 is a generalized Land Ownership Map, derived from the DC Office of Planning Existing Land Use data, National Park Service GIS data, and commercial map publications. Jurisdictional areas smaller than one city block and areas more than 1000 meters from Pennsylvania Ave are generally not shown in this map.

Planning Partners

Planning in the Nation's Capital is unique among American cities because there are multiple levels of government oversight. As a result, activities promoted and supported by this plan will need to be reviewed and approved by many public agency "partners."

District Department of Transportation

The District Department of Transportation (DDOT), is the official scenic byway agency. DDOT identifies and develops transportation-related projects for the District's Capital Improvement Program and Capital Budget. DDOT also: conducts traffic and transportation studies; oversees streetscape regulations, improvement projects, and street tree planting and maintenance; sponsors a bicycle transportation and safety program; and constructs and maintains the city's roadways, curbs, gutters, sidewalks, and alleys.

District of Columbia Office of Planning

The DC Office of Planning is responsible for development review, historic preservation, neighborhood revitalization planning, and

planning and design information technology. The Office strives to balance economic development and growth, while revitalizing and protecting the integrity of neighborhoods. The Office prepares the District Comprehensive Plan, which provides general land use and development guidance for the next 20 years, and applies the Comprehensive Plan objectives as appropriate for the eight wards of the city (Pennsylvania Avenue passes through Wards 2, 3, 6, and 7). The Historic Preservation Division reviews applications for DC building permits affecting historic property. Under city law, the Historic Preservation Review Board must determine the appropriateness of changes to historic landmarks and districts.

District of Columbia Zoning Commission

The DC Office of Zoning serves the Zoning Commission (made up of District residents and representatives from the Architect of the Capitol and the National Park Service) and the Board of Zoning Adjustment (made up of District residents, a representative from the Zoning Commission, and a representative from the National Capital Planning Commission) in the regulation of land use and community development in the District. The DC Zoning Regulations control land use, density, height, and bulk characteristics of property in the city. The DC Zoning Atlas contains maps identifying the zoning for all parcels of land in the city. All construction or rehabilitation on private land must conform to the requirements of the Zoning Regulations and Zoning Map adopted by the DC Zoning Commission or seek relief before the appropriate bodies.

National Capital Planning Commission

The National Capital Planning Commission provides overall planning guidance for federal land and buildings in the National Capital Region, which includes the District and neighboring counties, cities, and towns in Maryland and Virginia. The Commission is responsible for comprehensive planning policies, oversight of federal capital improvements, and review of federal

Ownership Categories

Architect of the Capitol - Land area under the jurisdiction of the AoC

Federal - US government lands developed with federal agencies and offices

NPS - Public land administered by the National Park Service

District - DC government lands developed with District agencies and offices

Other Public - government (Federal or District) areas not included in other categories. This category includes public parks, cemeteries, reservoirs, etc.

Private - privately owned lands, including residential, office, and commercial uses.



The National Capital Planning Commission logo



The Anacostia Waterfront Initiative logo

development proposals. The Commission also released “Extending the Legacy: Planning America’s Capital for the 21st Century,” a framework plan for the Monumental Core, and the “Memorials and Museums Master Plan,” which guides location and development of future commemorative and cultural facilities in the DC area. The Commission annually prepares a Federal Capital Improvements Program, which contains federal public works projects to be implemented in the upcoming five years.

National Park Service

The National Park Service, Department of the Interior, is responsible for many acres of public land within or near the Pennsylvania Avenue Byway corridor. Within its National Capital Region is the multi-unit park of National Capital Parks-East, which includes Anacostia Park, the “Fort Circle Parks,” and Capitol Hill Parks. The National Park Service is also responsible for Presidential Park and administers many of the squares, circles, triangles, medians, and other land reservations along Pennsylvania Avenue.

Architect of the Capitol

The Architect of the Capitol is responsible to the US Congress for the maintenance, operation, development, and preservation of the US Capitol Complex, which includes the Capitol building, congressional office buildings, Library of Congress buildings, Supreme Court building, US Botanic Garden, the Capitol Power Plant and adjacent roads. Recent projects under the direction of the Architect of the Capitol include: a master plan for future development of the Capitol Complex, planning and development of a Capitol Visitors Center, the renovation of the US Botanic Gardens, and design and implementation of a perimeter security program.

Planning Initiatives & Issues

With all the agencies involved, many things are happening in

DC that could affect or implement scenic byway activities. Government agencies and private organizations are involved in a variety of projects that promote scenic byway values. Several programs that overlap with the objectives of this plan are, as follows:

Anacostia Waterfront Initiative

This initiative is a District-federal-community partnership to improve the Anacostia waterfront and develop an Anacostia Waterfront Plan. The purpose of the plan is to guide implementation of multiple projects to reconnect neighborhoods to the waterfront through improved public access, to create jobs and economic opportunities, and to develop new local resources, such as the Anacostia River Walk waterfront trail. The initiative is supported by more than \$25 million in proposed federal funding and over \$100 million of private investment.

Downtown Action Agenda

The city is revitalizing its downtown area - including the portion of Pennsylvania Avenue east of the White House and west of Capitol Hill - through various housing, zoning, and economic incentive projects. The plan calls for reconnecting blocked streets, including Pennsylvania Avenue in front of the White House. It also includes money for beautifying city streets and supporting a trolley system between downtown and the Mall.

East of the River Pennsylvania Avenue Plan

As an outgrowth of community concern for the condition and lack of economic development East of the River, the residents of Ward 7, Ward 6C, and the DC government established the East of the River Pennsylvania Avenue Task Force. The purpose of the Task Force is to implement a comprehensive, sustainable plan to beautify and revitalize Pennsylvania Avenue SE from Sousa Bridge to Southern Avenue. Among the objectives are: upgrade

2 THE BYWAY AND ITS CONTEXT Jurisdictions, Partners & Initiatives

lighting and signage, improve traffic flow, provide regular street sweeping and maintenance, improve police patrols, improve the economic mix along the corridor, and improve residential and commercial properties along the corridor. DDOT has been working with the Task Force on various aspects of this plan.

Urban Design Security Plan

The federal government, through the National Capital Planning Commission, is conducting a comprehensive urban design plan to provide adequate security and enhance the unique character of the Nation’s Capital. The security plan is a response to the makeshift measures that were initiated after the 1995 bombing in Oklahoma City and that have intensified since the September 11th terrorist attacks. The urban design plan is addressing Pennsylvania Avenue between 3rd and 15th Streets as a special street within the Federal Triangle sub-area, and is conducting a design competition to address current security measures on Pennsylvania Avenue at the White House.

Anacostia and Southeast Freeway Connector Study

The District Department of Transportation is planning a study to examine improvements to the connections between the Anacostia and Southeast Freeways. At present, Pennsylvania Avenue is used as a connecting link for traffic traveling from one freeway to the other via the Sousa Bridge, which results in a mixing of local and through traffic and severely exacerbates congestion. A lack of full interchange movements at the Pennsylvania Avenue/Anacostia Freeway interchange also results in vehicles using the Avenue, Minnesota Avenue, and L’Enfant Square as a circuitous route to backtrack across the bridge toward the Capitol. The pending study may suggest Transportation System Management and construction actions, which could affect the appearance and operation of Pennsylvania Avenue.

Memorial and Museums Master Plan

The National Capital Planning Commission, in cooperation with the Commission of Fine Arts and the National Capital Memorial Commission, has prepared the Memorials and Museums Master Plan to guide the location and development of future commemorative and cultural facilities in DC and its environs. In addition to identifying 100 potential sites for future memorials and museums, the master plan provides guidelines for accommodating these facilities, siting criteria and implementation strategies. A central feature is an urban design framework for locating future sites that is based on historic planning influences, urban design considerations, and current development initiatives.

Washington’s Waterfronts

The National Capitol Planning Commission has completed Phase I of Washington’s Waterfronts, a study that recommends development and remediation policies and identifies implementation measures for selected waterfront areas in DC. The study identifies six areas of potential development and conservation along the Potomac and Anacostia Rivers, including the Anacostia Park - West Bank and East Bank areas in the Pennsylvania Avenue corridor. Among the objectives for these two waterfront areas are improved water quality, increased civic features and activities within the park, and studying the feasibility of relocating or depressing parts of the Anacostia Freeway. NCPC will continue to coordinate the federal interest for this plan and work with DC to complete a District, federal, and private sector plan that will reclaim Washington’s historic waterfront.



Downtown Action Agenda



Memorials and Museums Master Plan